



WISCONSIN LEGISLATIVE COUNCIL
PROPOSED REPORT TO THE LEGISLATURE

SPECIAL COMMITTEE ON
LOCAL SERVICE
CONSOLIDATION

February 18, 2011

PRL 2011-04

Special Committee on Local Service Consolidation

Prepared by:
Jessica Karls-Ruplinger, Scott Grosz and Melissa Schmidt, Staff Attorneys
February 18, 2011

CONTENTS

PART I - KEY PROVISIONS OF COMMITTEE RECOMMENDATIONS	3
LRB-1430/1, Relating to County and Municipal Expenditures for Emergency Services	3
WLC: 0002/1, Relating to Different Property Tax Levy Rates for Parts of Cities, Villages, Towns, Counties, and School Districts Added by Attachments to School Districts, Consolidations, and Boundary Changes Under Cooperative Agreements (First Consideration)	3
LRB-0654/1, Relating to Loans to Study or Implement the Consolidation, or Cooperation for the Provision, of Local Governmental Unit Services or the Consolidation of Local Governmental Units and Granting Rule-Making Authority	3
WLC: 0075/1, Relating to Exceptions to County and Municipal Levy Limits and School District Revenue Limits for Expenditures Related to the Implementation of Service Consolidation or Cooperation, or to the Implementation of Political Subdivision or School District Consolidation	4
PART II - COMMITTEE ACTIVITY.....	5
Assignment.....	5
Summary of Meetings.....	5
PART III - RECOMMENDATIONS INTRODUCED BY THE JOINT LEGISLATIVE COUNCIL	7
LRB-1430/1, Relating to County and Municipal Expenditures for Emergency Services	7
WLC: 0002/1, Relating to Different Property Tax Levy Rates for Parts of Cities, Villages, Towns, Counties, and School Districts Added by Attachments to School Districts, Consolidations, and Boundary Changes Under Cooperative Agreements (First Consideration)	7
LRB-0654/1, Relating to Loans to Study or Implement the Consolidation, or Cooperation for the Provision, of Local Governmental Unit Services or the Consolidation of Local Governmental Units and Granting Rule-Making Authority	8
WLC: 0075/1, Relating to Exceptions to County and Municipal Levy Limits and School District Revenue Limits for Expenditures Related to the Implementation of Service Consolidation or Cooperation, or to the Implementation of Political Subdivision or School District Consolidation	9

Appendix 1 - Committee and Joint Legislative Council Votes 11

Appendix 2 - List of Joint Legislative Council Members 13

Appendix 3 - List of Committee Members 15

Appendix 4 - Committee Materials List..... 17

PART I

KEY PROVISIONS

OF COMMITTEE RECOMMENDATIONS

The Special Committee on Local Service Consolidation recommends the following bill drafts to the Joint Legislative Council for introduction in the 2011-12 Session of the Legislature.

LRB-1430/1, Relating to County and Municipal Expenditures for Emergency Services

Current law requires that, beginning in 2010, the amount that each county or municipality spends annually for emergency services that are funded by county or municipal aid payments (shared revenue) be no less than the amount that the county or municipality spent in 2009 for emergency services, not including capital expenditures and one-time expenses. If a county or municipality does not comply with this requirement, the Department of Revenue (DOR) may reduce payments to the county or municipality under the shared revenue program. With the approval of DOR, a county or municipality may decrease the amount it spends for emergency services below its 2009 amount if the decrease is a result of operating more efficiently.

LRB-1430/1 repeals the law related to maintenance of effort for emergency services.

WLC: 0002/1, Relating to Different Property Tax Levy Rates for Parts of Cities, Villages, Towns, Counties, and School Districts Added by Attachments to School Districts, Consolidations, and Boundary Changes Under Cooperative Agreements (First Consideration)

Wisconsin Constitution, Article VIII, Section 1, provides that the “rule of taxation shall be uniform,” subject to specified exceptions.

WLC: 0002/1 is a constitutional amendment, proposed to the 2011 Legislature on first consideration, that excepts from the requirement of the Uniformity Clause parts of cities, villages, towns, counties, and school districts added by attachments to school districts, by consolidations, and by boundary changes under cooperative agreements with other cities, villages, towns, counties, and school districts. The proposed constitutional amendment permits the governing body of the city, village, town, county, or school district to set different property tax levy rates on the parts for not more than 12 years, but the rates for each part must be uniform within that part.

A constitutional amendment requires adoption by two successive Legislatures, and ratification by the people, before it can become effective.

LRB-0654/1, Relating to Loans to Study or Implement the Consolidation, or Cooperation for the Provision, of Local Governmental Unit Services or the Consolidation of Local Governmental Units and Granting Rule-Making Authority

LRB-0654/1 creates a local governmental unit consolidation program, whereby a local governmental unit, or a combination of two or more local governmental units, may receive a loan to study or implement the consolidation, or cooperation for the provision, of local governmental unit services or the consolidation of local governmental units. The program is administered by the Department of Administration (DOA).

WLC: 0075/1, Relating to Exceptions to County and Municipal Levy Limits and School District Revenue Limits for Expenditures Related to the Implementation of Service Consolidation or Cooperation, or to the Implementation of Political Subdivision or School District Consolidation

Under current law, county and municipal levy increases are limited, with certain exceptions, to the greater of 3% or the percentage change in the local government's equalized value due to new construction, less improvements removed. With regard to exceptions from the levy limit, current law allows several levy limit adjustments, including adjustments in cases where one political subdivision that has entered into an intergovernmental cooperation agreement to jointly provide a service on a consolidated basis with another political subdivision agrees to lower its allowable levy in order to allow the 2nd political subdivision to increase its allowable levy, so that the resulting levies achieve a more equitable distribution of payments for services.

Additionally, under current law, school districts are subject to revenue limits. If a school district exceeds its revenue limit, the superintendent of public instruction shall deduct from the state aid payment to the school district an amount equal to the amount by which the district's revenue exceeds its revenue limit.

WLC: 0075/1 provides an exception from the levy limit for the amount that a county, city, village, or town levies to implement the consolidation, or cooperation for the provision, of one or more services, or to implement the consolidation of political subdivisions. The draft limits the amount of the exception to 0.1% of the amount upon which the limit is applied.

This draft also provides an exception from the revenue limit for the amount that a school district expends, not to exceed 0.1% of the school district's budget, to implement the consolidation, or cooperation for the provision, of one or more services, or to implement the consolidation of school districts.

PART II

COMMITTEE ACTIVITY

Assignment

The Joint Legislative Council established the Special Committee on Local Service Consolidation and appointed the chairperson by a May 7, 2010 mail ballot. The committee was directed to review current law and practice regarding the provision of services by local units of government in order to determine whether current law should be amended to facilitate the methods by which local units of government can partner to efficiently and cost-effectively provide services, including police, fire, and educational services, to their constituents.

Membership of the Special Committee was appointed by June 30, 2010 and January 6, 2011 mail ballots. The final committee membership consisted of three Representatives and 14 public members. A list of committee members is included as *Appendix 3* to this report.

Summary of Meetings

The Special Committee held four meetings on the following dates:

August 31, 2010
October 5, 2010
November 10, 2010 (Milwaukee)
December 14, 2010

At the August 31, 2010 meeting, the Special Committee heard testimony from several invited speakers on local consolidation and coordination. Testimony included examples of local consolidation and coordination and the factors that affect the viability of consolidation efforts. The speakers were: **Gary Becker**, Executive Director, Local Government Institute of Wisconsin; **Robert Henken**, President, Public Policy Forum; **Chuck Law**, Director and Community Planning and Design Specialist, and **Alan Probst**, Local Government Specialist, University of Wisconsin (UW)-Extension's Local Government Center, and **Steven Deller**, Professor, Department of Agricultural and Applied Economics, UW-Madison.

At the October 5, 2010 meeting, the Special Committee heard testimony from several invited speakers on examples of local consolidation and coordination, as well as potential recommendations for committee action. Testimony included a description of the consolidation of the Beloit City Health Department and Rock County Health Department and discussion of recycling programs. The speakers were: **Larry Arft**, City Manager, City of Beloit, and **Phil Boutwell**, Assistant to the County Administrator, Rock County; **Ann Coakley**, Director, and **Cynthia Moore**, Recycling Program Coordinator, Bureau of Waste and Materials Management, DNR; and **Curt Witynski**, Assistant Director, League of Wisconsin Municipalities. The committee reviewed potential recommendations for committee action that were submitted by invited speakers and committee members.

At the November 10, 2010 meeting, the Special Committee heard testimony from several invited speakers. **Paul Kent** and **Connie Anderson**, Partners, Stafford Rosenbaum, LLP, explained stormwater requirements. **Mark Rohlfing**, Fire Chief, City of Milwaukee, and **Dennis Yaccarino**, Office of Budget and Management, City of Milwaukee, described the agreement between the City of Milwaukee and the Village of West Milwaukee whereby the city would provide fire services to the village. **David Callender**, Legislative Associate, Wisconsin Counties Association (WCA), and **Andrew Phillips**, Legal Counsel, WCA, explained impediments to collaboration that exist in state law. **Deb Detrick**, Planning Analyst, Metropolitan Council, explained the fiscal disparities program in Minnesota. **Christine Cramer**, Senior Economic Consultant, Ruekert-Mielke, Inc., described the revenue sharing agreement between the City of Racine and its outlying municipalities.

The committee discussed the following bill drafts:

- WLC: 0001/1, relating to county and municipal expenditures for emergency services.
- WLC: 0002/1, relating to different property tax levy rates for parts of cities, villages, towns, counties, and school districts added by attachments to school districts, consolidations, and boundary changes under cooperative agreements (first consideration).
- WLC: 0004/P1, relating to loans and grants to study and implement the consolidation of municipal services.
- WLC: 0019/1, relating to an exception to county and municipal levy limits for expenditures related to the study or implementation of service consolidation.

At the December 14, 2010 meeting, the Special Committee discussed the following bill drafts:

- WLC: 0001/1, relating to county and municipal expenditures for emergency services.
- WLC: 0002/1, relating to different property tax levy rates for parts of cities, villages, towns, counties, and school districts added by attachments to school districts, consolidations, and boundary changes under cooperative agreements (first consideration).
- WLC: 0004/1, relating to loans to implement the consolidation, or cooperation for the provision, of local governmental unit services or the consolidation of local governmental units.
- WLC: 0019/2, relating to an exception to county and municipal levy limits for expenditures related to the implementation of service consolidation or cooperation or the implementation of political subdivision consolidation.
- WLC: 0043/1, relating to an exception to school district revenue limits for expenditures related to the implementation of service consolidation or cooperation, or to the implementation of school district consolidation.

The committee discussed changes to WLC: 0004/1, as well as the consolidation of WLC: 0019/2 and WLC: 0043/1 into a single bill draft. Lastly, the committee decided to submit all bill drafts to committee members for their vote by mail ballot.

PART III

RECOMMENDATIONS INTRODUCED BY THE JOINT LEGISLATIVE COUNCIL

This part of the report provides background information on, and a description of, the drafts as recommended by the Special Committee on Local Service Consolidation.

LRB-1430/1, Relating to County and Municipal Expenditures for Emergency Services

Background

Current law requires that, beginning in 2010, the amount that each county or municipality spends annually for emergency services that are funded by county or municipal aid payments (shared revenue) be no less than the amount that the county or municipality spent in 2009 for emergency services, not including capital expenditures and one-time expenses. If a county or municipality does not comply with this requirement, DOR may reduce payments to the county or municipality under the shared revenue program. With the approval of DOR, a county or municipality may decrease the amount it spends for emergency services below its 2009 amount if the decrease is a result of operating more efficiently.

The committee heard testimony about, and discussed, the law relating to the maintenance of effort for emergency services and its effect on local service consolidation and cooperation. The committee recommended repealing the law related to maintenance of effort for emergency services in order to remove any impediment to consolidation and cooperation created by the law.

Description

LRB-1430/1 repeals the law related to maintenance of effort for emergency services.

WLC: 0002/1, Relating to Different Property Tax Levy Rates for Parts of Cities, Villages, Towns, Counties, and School Districts Added by Attachments to School Districts, Consolidations, and Boundary Changes Under Cooperative Agreements (First Consideration)

Background

Wisconsin Constitution, Article VIII, Section 1, provides that the “rule of taxation shall be uniform,” subject to specified exceptions.

The committee heard testimony about the Uniformity Clause and its effect on local service consolidation and cooperation. Specifically, the committee discussed the inability of municipalities to have different tax rates upon consolidation, as a result of the Uniformity Clause, as a predominant challenge to consolidation efforts of municipalities. The committee discussed the specific instances where the Uniformity Clause was a barrier. It recommended modifications to the Uniformity Clause in order to remove any impediment to consolidation and cooperation created by the Wisconsin Constitution.

Description

WLC: 0002/1 is a proposed constitutional amendment, proposed to the 2011 Legislature on first consideration, that excepts from the requirement of the Uniformity Clause parts of cities, villages, towns, counties, and school districts added by attachments to school districts, by consolidations, and by boundary changes under cooperative agreements with other cities, villages, towns, counties, and school districts. The proposed constitutional amendment permits the governing body of the city, village, town, county, or school district to set different property tax levy rates on the parts for not more than 12 years, but the rates for each part must be uniform within that part.

A constitutional amendment requires adoption by two successive Legislatures, and ratification by the people, before it can become effective.

LRB-0654/1, Relating to Loans to Study or Implement the Consolidation, or Cooperation for the Provision, of Local Governmental Unit Services or the Consolidation of Local Governmental Units and Granting Rule-Making Authority

Background

The committee heard testimony about the costs associated with studying and implementing local consolidation or cooperation. Current law does not provide financial assistance to local governmental units (county, city, village, town, or school district) that are studying or implementing local service consolidation or cooperation or the consolidation of local governmental units. The committee recommended the creation of a local governmental unit consolidation program to encourage local consolidation or cooperation by providing a loan program for the study or implementation of consolidation or cooperation.

Description

LRB-0654/1 creates a local governmental unit consolidation program, whereby a local governmental unit, or a combination of two or more local governmental units, may receive a loan to study or implement the consolidation, or cooperation for the provision, of local governmental unit services or the consolidation of local governmental units. The program is administered by DOA. The draft creates appropriation accounts but does not contain an appropriation amount.

Under the draft, DOA must give preference in making a loan under the program to the implementation of consolidation or cooperation over the study of consolidation or cooperation. If two or more local governmental units wish to engage in consolidation or cooperation together, all local governmental units involved must submit a joint application to DOA. In determining whether to make a loan, DOA must consider the following:

- A demonstrated probability that the proposed activities will reduce the cost of providing local governmental unit services or improve the level of services provided by the local governmental units.
- Whether the activities might occur without the loan.
- The extent to which the proposed activities will contribute to regional cooperation and minimize competition for economic development between local governmental units.
- Any other criteria established by DOA by rule.

The draft requires that DOA obtain reimbursement of loans made under the program and that DOA issue a decision on the loan application within 45 days after receiving an application. DOA may charge an origination fee to a loan recipient if the loan equals or exceeds \$10,000 and may charge interest on loans made under the program. Lastly, DOA must promulgate rules that include the content of loan applications; procedures for submitting applications for loans and evaluating applications; conditions applicable to loans; procedures for monitoring and auditing loans; and a biennial plan for making loans under the program.

WLC: 0075/1, Relating to Exceptions to County and Municipal Levy Limits and School District Revenue Limits for Expenditures Related to the Implementation of Service Consolidation or Cooperation, or to the Implementation of Political Subdivision or School District Consolidation

Background

Under current law, county and municipal levy increases are limited, with certain exceptions, to the greater of 3% or the percentage change in the local government's equalized value due to new construction, less improvements removed. With regard to exceptions from the levy limit, current law allows levy limit adjustments in cases where one political subdivision that has entered into an intergovernmental cooperation agreement to jointly provide a service on a consolidated basis with another political subdivision agrees to lower its allowable levy in order to allow the 2nd political subdivision to increase its allowable levy, so that the resulting levies achieve a more equitable distribution of payments for services.

Additionally, under current law, school districts are subject to revenue limits. If a school district exceeds its revenue limit, the superintendent of public instruction shall deduct from the state aid payment to the school district an amount equal to the amount by which the district's revenue exceeds its revenue limit.

The committee heard testimony about the costs associated with studying and implementing local consolidation or cooperation. The committee recommended providing an exception to levy limits for costs associated with studying or implementing local consolidation or cooperation to encourage consolidation or cooperation.

Description

WLC: 0075/1 provides an exception from the levy limit for the amount that a county, city, village, or town levies to implement the consolidation, or cooperation for the provision, of one or more services, or to implement the consolidation of political subdivisions. The draft limits the amount of the exception to 0.1% of the amount upon which the limit is applied.

The draft also provides an exception from the revenue limit for the amount that a school district expends, not to exceed 0.1% of the school district's budget, to implement the consolidation, or cooperation for the provision, of one or more services, or to implement the consolidation of school districts.

Appendix 1

Committee and Joint Legislative Council Votes

The following drafts were recommended by the Special Committee on Local Service Consolidation to the Joint Legislative Council for introduction in the 2011-12 Session of the Legislature.

Special Committee Vote

The Special Committee voted, by a February 4, 2011 mail ballot, to recommend the following four drafts to the Joint Legislative Council for introduction in the 2011-12 Session of the Legislature. The votes on the drafts are as follows:

- WLC: 0001/1, relating to county and municipal expenditures for emergency services, passed by a vote of Ayes, 13 (Rep. Zepnick; and Public Members Amesqua, Bilbao, Chamberlain, Cruse, Czarnezki, Dresang, Hartje, Heim, Hicklin, Mielke, Nicolini, and O'Loughlin); Noes, 3 (Rep. Stone; and Public Members Abelson and Woodzicka); and Not Voting, 1 (Rep. Pocan). [WLC: 0001/1 subsequently became LRB-1430/1.]
- WLC: 0002/1, relating to different property tax levy rates for parts of cities, villages, towns, counties, and school districts added by attachments to school districts, consolidations, and boundary changes under cooperative agreements (first consideration), passed by a vote of Ayes, 15 (Reps. Zepnick and Stone; and Public Members Amesqua, Bilbao, Chamberlain, Cruse, Czarnezki, Dresang, Hartje, Heim, Hicklin, Mielke, Nicolini, O'Loughlin, and Woodzicka); Noes, 1 (Public Member Abelson); and Not Voting, 1 (Rep. Pocan).
- WLC: 0004/2, relating to loans to study or implement the consolidation, or cooperation for the provision, of local governmental unit services or the consolidation of local governmental units, and granting rule-making authority, passed by a vote of Ayes, 14 (Reps. Zepnick and Stone; and Public Members Amesqua, Bilbao, Chamberlain, Cruse, Czarnezki, Dresang, Hartje, Heim, Mielke, Nicolini, O'Loughlin, and Woodzicka); Noes, 2 (Public Members Abelson and Hicklin); and Not Voting, 1 (Rep. Pocan). [WLC: 0004/2 subsequently became LRB-0654/1.]
- WLC: 0075/1, relating to exceptions to county and municipal levy limits and school district revenue limits for expenditures related to the implementation of service consolidation or cooperation, or to the implementation of political subdivision or school district consolidation, passed by a vote of Ayes, 14 (Rep. Zepnick; and Public Members Amesqua, Bilbao, Chamberlain, Cruse, Czarnezki, Dresang, Hartje, Heim, Hicklin, Mielke, Nicolini, O'Loughlin, and Woodzicka); Noes, 2 (Rep. Stone; and Public Member Abelson); and Not Voting, 1 (Rep. Pocan).

Appendix 2

Joint Legislative Council

[Joint Legislative Council Members Who Selected and Appointed Committee and Its Membership]

Co-Chair

FRED A. RISSER

Senate President

100 Wisconsin Avenue, Unit 501
Madison, WI 53703

Co-Chair

MARLIN D. SCHNEIDER

Representative

3820 Southbrook Lane
Wisconsin Rapids, WI 54494

SENATORS

SPENCER COGGS

7819 W. Potomac Avenue
Milwaukee, WI 53222

SHEILA HARSDORF

N6627 County Road E
River Falls, WI 54022

JUDY ROBSON

2411 E. Ridge Road
Beloit, WI 53511

ALBERTA DARLING

1325 West Dean Road
River Hills, WI 53217

PAT KREITLOW

President Pro Tempore
15854 93rd Avenue
Chippewa Falls, WI 54729

DALE SCHULTZ

515 North Central Avenue
Richland Center, WI 53581

RUSSELL DECKER

Majority Leader
6803 Lora Lee Lane
Schofield, WI 54476

MARK MILLER

4903 Roigan Terrace
Monona, WI 53716

ROBERT WIRCH

3007 Springbrook Road
Pleasant Prairie, WI 53158

SCOTT FITZGERALD

Minority Leader
N4692 Maple Road
Juneau, WI 53039

REPRESENTATIVES

JOAN BALLWEG

170 W. Summit Street
Markesan, WI 53946

DEAN KAUFERT

1360 Alpine Lane
Neenah, WI 54956

MICHAEL SHERIDAN

Speaker
1032 Nantucket Drive
Janesville, WI 53546

TERESE BERCEAU

4326 Somerset Lane
Madison, WI 53711

THOMAS NELSON

Majority Leader
1510 Orchard Drive
Kaukauna, WI 54130

TONY STASKUNAS

Speaker Pro Tempore
2010 South 103rd Court
West Allis, WI 53227

SPENCER BLACK

5742 Elder Place
Madison, WI 53705

MARK POCAN

309 N. Baldwin Street
Madison, WI 53703

ROBIN VOS

4710 Eastwood Ridge
Racine, WI 53406

JEFF FITZGERALD

Minority Leader
910 Sunset
Horicon, WI 53032

This 22-member committee consists of the majority and minority party leadership of both houses of the Legislature, the co-chairs and ranking minority members of the Joint Committee on Finance, and 5 Senators and 5 Representatives appointed as are members of standing committees.

Joint Legislative Council

[Current Joint Legislative Council Members Receiving Committee Report]

SENATE MEMBERS

MARY LAZICH, Co-Chair

4405 South 129th Street
New Berlin, WI 53151

TIM CULLEN

3711 N. Spring Hill Drive
Janesville, WI 53545

ALBERTA DARLING

1325 West Dean Road
River Hills, WI 53217

MICHAEL ELLIS

Senate President
1752 County Road GG
Neenah, WI 54956

JON ERPENBACH

6150 Briggs Road
Waunakee, WI 53597

SCOTT FITZGERALD

Majority Leader
N4692 Maple Road
Juneau, WI 53039

PAM GALLOWAY

1506 Pine View Lane
Wausau, WI 54403

JOE LEIBHAM

President Pro Tempore
3618 River Ridge Drive
Sheboygan, WI 53083

MARK MILLER

Minority Leader
4903 Roigan Terrace
Monona, WI 53716

DALE SCHULTZ

515 North Central Avenue
Richland Center, WI 53581

LENA TAYLOR

1518 West Capitol
Milwaukee, WI 53206

ASSEMBLY MEMBERS

JOAN BALLWEG, Co-Chair

170 W. Summit Street
Markesan, WI 53946

PETER BARCA

Minority Leader
1339 38 Ave.
Kenosha, WI 53144

TERESE BERCEAU

4326 Somerset Lane
Madison, WI 53711

JEFF FITZGERALD

Speaker
910 Sunset
Horicon, WI 53032

TAMARA GRIGSBY

2354 N. 41st Street
Milwaukee, WI 53210

DEAN KAUFERT

1360 Alpine Lane
Neenah, WI 54956

BILL KRAMER

Speaker Pro Tempore
2005 Cliff Alex Ct. South, #3
Waukesha, WI 53189

JOHN NYGREN

N2118 Keller Rd.
Marinette, WI 54143

SANDY PASCH

6301 N. Berkeley Blvd.
Whitefish Bay, WI 53217

SCOTT SUDER

Majority Leader
102 South 4th Avenue
Abbotsford, WI 54405

ROBIN VOS

960 Rock Ridge Road
Burlington, WI 53105

This 22-member committee consists of the majority and minority party leadership of both houses of the Legislature, the co-chairs and ranking minority members of the Joint Committee on Finance, and 5 Senators and 5 Representatives appointed as are members of standing committees.

*Terry C. Anderson, Director, Legislative Council Staff
1 East Main Street, Suite 401, P.O. Box 2536, Madison, Wisconsin 53701-2536*

LOCAL SERVICE CONSOLIDATION

Representative Josh Zepnick, Chair
3173 South 39th Street
Milwaukee, WI 53219

Representative Mark Pocan
309 North Baldwin
Madison, WI 53703

Richard Abelson
Executive Director
AFSCME, Milwaukee District Council 48
4315 North Lake Drive
Shorewood, WI 53211

Allan D. Bilbao
Supervisor, Town of Rome
P.O. Box 203
Nekoosa, WI 54457

Tina Cruse
President, Shullsburg School District
23735 Cty W
Shullsburg, WI 53586

Dennis Dresang
Professor Emeritus of Public Affairs and Political Science
La Follette Institute of Public Affairs, UW-Madison
440 Virginia Terrace
Madison, WI 53726

Joe Heim
Professor, UW-La Crosse
425D Wimberly Hall, 1725 State Street
La Crosse, WI 54601

William Mielke
President/CEO
Ruekert Mielke
W233 N2080 Ridgeview Parkway
Waukesha, WI 53188-1020

Dennis O'Loughlin
Member, Dane County Board
3934 Partridge Road
DeForest, WI 53532

Representative Jeff Stone
5535 Grandview Drive
Greendale, WI 53129

Debra Amesqua
Fire Chief
City of Madison Fire Department
325 W. Johnson St.
Madison, WI 53703

Ron Chamberlain
Highway Comm., Adams County
1342 Cty F
Adams, WI 53910

Joseph J. Czarnezki
Milwaukee County Clerk
901 N. 9th St., Rm. 105
Milwaukee, WI 53233

Ken Hartje
Chair, Public Works Committee
City of Nekoosa
1011 West 5th Street
Nekoosa, WI 54457

Chuck Hicklin
Controller, Dane County
5334 Queensbridge Road
Madison, WI 53714

Mark Nicolini
Dir., Office of Budget & Management
City of Milwaukee
200 East Wells Street, Room 603
Milwaukee, WI 53202

Michael Woodzicka
State Pres., Prof. Fire Fighters of WI
N1264 Lauden Lane
Hortonville, WI 54944

STUDY ASSIGNMENT: The Special Committee is directed to review current law and practice regarding the provision of services by local units of government in order to determine whether current law should be amended to facilitate the methods by which local units of government can partner to efficiently and cost-effectively provide services, including police, fire, and educational services, to their constituents.

17 MEMBERS: 3 Representatives; and 14 Public Members.

LEGISLATIVE COUNCIL STAFF: Scott Grosz, Jessica Karls-Ruplinger, and Melissa Schmidt, Staff Attorneys; and Kelly Mautz, Support Staff.

Committee Materials List
 (Copies of documents are available at www.legis.state.wi.us/lc)

Results of February 4, 2011 Mail Ballot
<ul style="list-style-type: none"> • Results of February 4, 2011 mail ballot.
February 4, 2011 Mail Ballot
<ul style="list-style-type: none"> • WLC: 0001/1, relating to county and municipal expenditures for emergency services. • WLC: 0002/1, relating to different property tax levy rates for parts of cities, villages, towns, counties, and school districts added by attachments to school districts, consolidations, and boundary changes under cooperative agreements (first consideration). • WLC: 0004/2, relating to loans to study or implement the consolidation, or cooperation for the provision, of local governmental unit services or the consolidation of local governmental units, and granting rule-making authority. • WLC: 0075/1, relating to exceptions to county and municipal levy limits and school district revenue limits for expenditures related to the implementation of service consolidation or cooperation, or to the implementation of political subdivision or school district consolidation. • Memo No. 3, <i>Comparison of WLC: 0004/1 and WLC: 0004/2</i> (February 3, 2011).
December 14, 2010
<ul style="list-style-type: none"> • Memo No. 2, <i>WLC: 0004/1 and WLC: 0019/2</i> (December 7, 2010) • WLC: 0004/1, relating to loans to implement the consolidation, or cooperation for the provision, of local governmental unit services or the consolidation of local governmental units. • WLC: 0019/2, relating to an exception to county and municipal levy limits for expenditures related to the implementation of service consolidation or cooperation or the implementation of political subdivision consolidation. • WLC: 0043/1, relating to an exception to school district revenue limits for expenditures related to the implementation of service consolidation or cooperation, or to the implementation of school district consolidation. • Letter from Dixie Edge, Wisconsin Register of Deeds Association (November 18, 2010). • Letter from Jay Zahn, Wisconsin County Constitutional Officers.
November 10, 2010
<ul style="list-style-type: none"> • Memo No. 1, <i>Issues for Consideration by the Special Committee</i> (November 3, 2010). • WLC: 0001/1, relating to county and municipal expenditures for emergency services. • WLC: 0002/1, relating to different property tax levy rates for parts of cities, villages, towns, counties, and school districts added by attachments to school districts, consolidations, and boundary changes under cooperative agreements (first consideration). • WLC: 0004/P1, relating to loans and grants to study and implement the consolidation of municipal services. • WLC: 0019/1, relating to an exception to county and municipal levy limits for expenditures related to the study or implementation of service consolidation. • Presentation, <i>Fiscal Disparities in the Twin Cities</i>, by Deb Detrick, Planning Analyst, J.D., Metropolitan

Council (November 10, 2010).

- [Handout](#), *Fiscal Disparities in Twin Cities: Key Findings for Taxes Payable 2010*, distributed by Deb Detrick, Planning Analyst, J.D., Metropolitan Council (July 2010).
- [Presentation](#), *West Milwaukee Agreement*, by Dennis Yaccarino, Office of Budget and Management, City of Milwaukee.
- [Presentation](#), *Racine Revenue Sharing Program*, by Christine Cramer, Senior Economic Consultant, Ruekert Mielke, Inc. (November 10, 2010).
- [Memorandum](#), *Facilitating Intergovernmental Collaboration for the Provision of Services and the Joint Exercise of Powers*, from David Callendar, Legislative Associate, Wisconsin Counties Association, and Andrew T. Phillips, Phillips Borowski, S.C., Wisconsin Counties Association General Counsel (November 9, 2010).
- [Recent](#) article, *Fiscal Disparities Law Seen as Big Asset for Twin Cities Area*, distributed by Deb Detrick, Planning Analyst, J.D., Metropolitan Council (October 2010).
- [Publication](#), *The Fiscal Disparities Program: Commercial-Industrial Tax Base Sharing*, House Research, distributed by Deb Detrick, Planning Analyst, J.D., Metropolitan Council (January 2005).
- [Presentation](#), *Milwaukee Fire Department and Village of West Milwaukee Fire Department Consolidation*, by Mark Rohlffing, Fire Chief, City of Milwaukee.
- [Letter](#) to Chair Zepnick from Lee Holloway, Chairman of the Board, Milwaukee County Board of Supervisors (November 8, 2010).
- [Presentation](#), *Stormwater Regulations and Phosphorus Standards: Opportunities for Intergovernmental Cooperation*, by Paul G. Kent and Constance L. Anderson, Stafford Rosenbaum LLP (November 10, 2010).

October 5, 2010

- [Intergovernmental](#) Agreement (IGA) between Beloit and Rock County, distributed by Larry Arft, City Manager, Beloit. >
- [Presentation](#) by Larry Arft, City Manager, City of Beloit and Phil Boutwell, Assistant to the County Administrator, Rock County (October, 2010).
- [Testimony](#) by Curt Witynski, Assistant Director, League of Wisconsin Municipalities (September 2, 2010).
 - [Handout](#) by Curt Witynski, Assistant Director, League of Wisconsin Municipalities (September 2, 2010).
 - [Handout](#) by Curt Witynski, Assistant Director, League of Wisconsin Municipalities (September 2, 2010).
 - [Handout](#), *Building a Better Ohio: Creating Collaboration in Governance*, The Ohio Commission on Local Government Reform and Collaboration, distributed by Curt Witynski, Assistant Director, League of Wisconsin Municipalities (August 27, 2010).
- [Presentation](#), *Restructuring Local Government Recycling Programs*, by Ann Coakley, Director, Waste & Materials Management, Department of Natural Resources (DNR).
- [Testimony](#) of Ann Coakley, Director, Waste and Materials Management Program, DNR (October 5, 2010).

August 31, 2010

- [Staff Brief 10-03](#), *Intergovernmental Cooperation* (August 23, 2010).
- [PowerPoint presentation](#), *Fiscal Issues Facing Milwaukee's City and County Governments*, submitted by Ron Henken, President, Public Policy Forum (August 31, 2010).
- [PowerPoint presentation](#), *A Roadmap for Government Transformation, Local Government Services in Wisconsin - Reducing the Cost and Improving Effectiveness*, submitted by Gary Becker (August 31, 2010).
- [Handout](#), *Mergers & Consolidation of Services*, by Alan Probst, Local Government Specialist, University of Wisconsin-Extension, Local Government Center.

- [Publication](#), *City of Milwaukee's Fiscal Condition, Between a Rock and a Hard Place, An Independent Third-Party Analysis*, submitted by Ron Henken, President, Public Policy Forum.
- [Publication](#), *Milwaukee County's Fiscal Condition, Crisis on the Horizon? An Independent Third-Party Analysis*, submitted by Ron Henken, President, Public Policy Forum.
- [Publication](#), *Merger of City-Village Services: Best Practices*, submitted by Chuck Law, Director and Community Planning and Design Specialist, University of Wisconsin-Extension's Local Government Center.
- [Publication](#), *Government, Effectiveness, Performance, and Local Property Values*, submitted by Steven Deller, Professor, Department of Agricultural and Applied Economics, UW-Madison.
- [Publication](#), *Public-Private Partnerships and Cooperative Agreements in Municipal Service Delivery*, submitted by Steven Deller, Professor, Department of Agricultural and Applied Economics, UW-Madison.
- [Publication](#), *Tax and Expenditure Limitations and Economic Growth*, submitted by Steven Deller, Professor, Department of Agricultural and Applied Economics, UW-Madison.
- [Publication](#), *Municipal Responses to Fiscal Stress*, submitted by Steven Deller, Professor, Department of Agricultural and Applied Economics, UW-Madison.